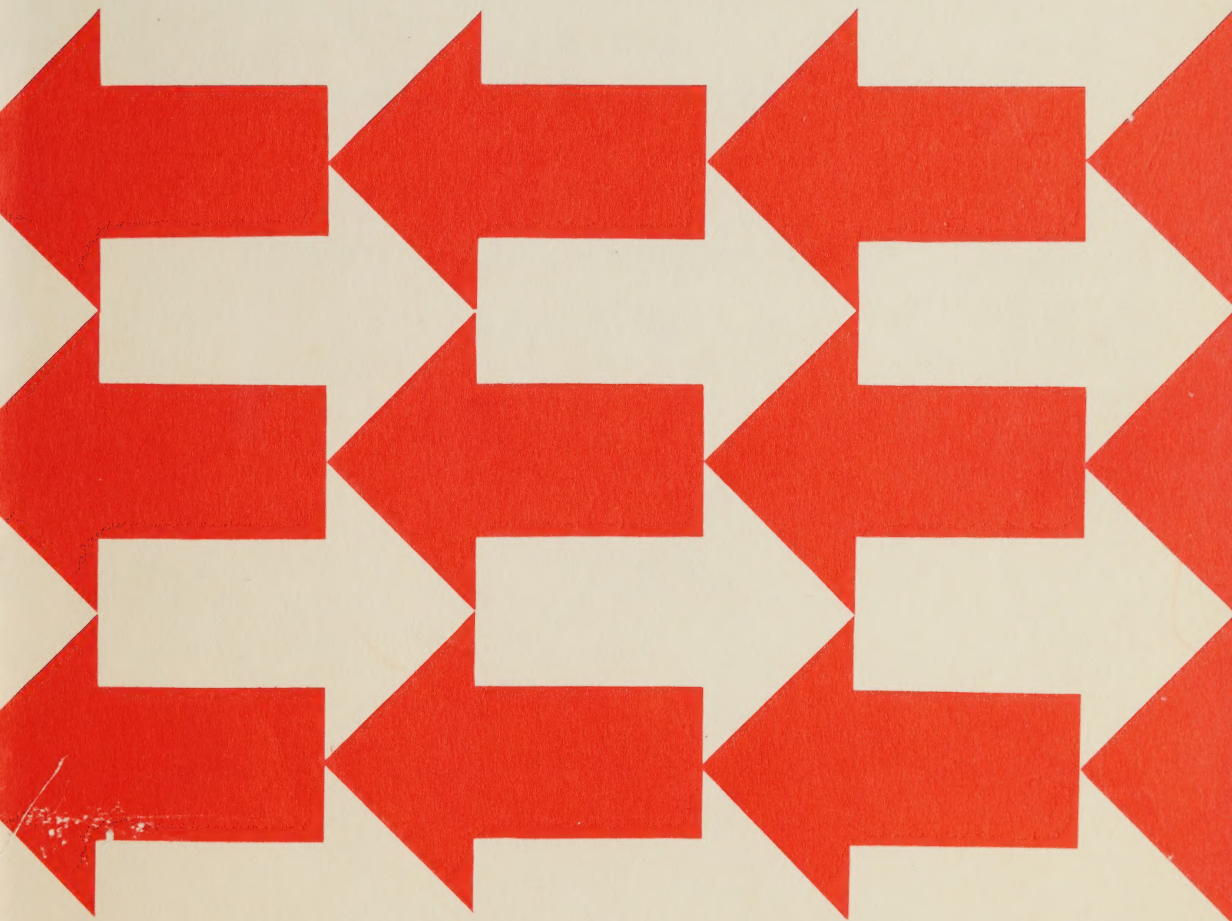*Ontario Legislative Assembly.*

The Select Committee on the Utilization of Educational Facilities

[General publications]

[G- 5]

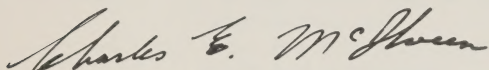## Interim Report Number Three

Ontario

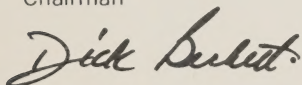**Letter of Transmittal**

To: The Honourable Allan E. Reuter,
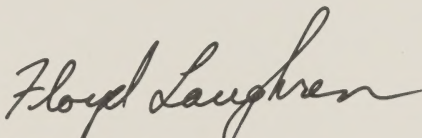   Speaker of the Legislative Assembly of the Province of Ontario.

Sir:

We, the undersigned members of the Committee appointed by the Legislative Assembly of the Province of Ontario to inquire into the utilization of educational facilities in accordance with the terms of reference established, have the honour to submit the attached third interim report.
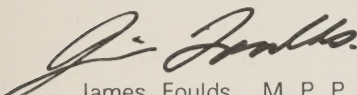
Charles E. McIlveen, M.P.P.
Oshawa
Chairman
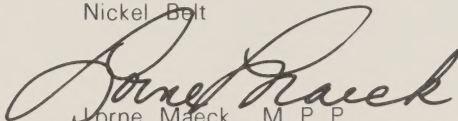
Dick Beckett, M.P.P.
Brantford
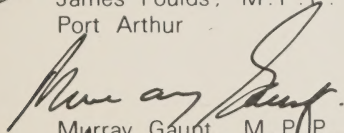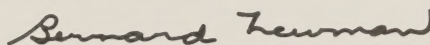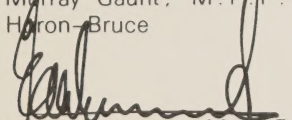
James Foulds, M.P.P.
Port Arthur
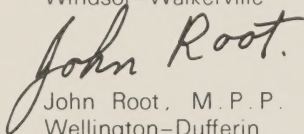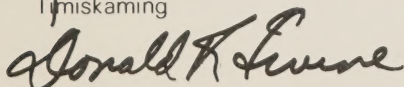
Murray Gaunt, M.P.P.
Huron–Bruce

Edward Havrot, M.P.P.
Timiskaming

Donald R. Irvine, M.P.P.
Grenville–Dundas

Floyd Laughren, M.P.P.
Nickel Belt

Lorne Maeck, M.P.P.
Parry Sound

Bernard Newman, M.P.P.
Windsor–Walkerville
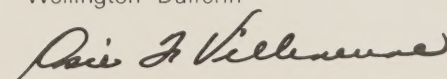
John Root, M.P.P.
Wellington–Dufferin

Osie F. Villeneuve, M.P.P.
Glengarry

Terms of Reference

The Legislative Assembly of the Province of Ontario established on December 17, 1971 a Select Committee of its members to "inquire into the Utilization of Educational Facilities."

The Committee was to be guided by the following Terms of Reference:

1. The Committee should inquire into the potentialities and possibilities for the increased use of educational facilities throughout Ontario at all levels, including post-secondary facilities.

2. Specifically, the Committee should examine such matters as:

    (i)   the wider community use of its educational facilities;
    (ii)   the year-round use of such facilities for educational and/or community programmes; and
    (iii)   ways and means by which the above-mentioned activities could be brought about and established.

Contents

Appointment of Members

Present Membership:

Charles E. McIlveen, M.P.P.
Oshawa

Member, appointed December 17, 1971
Chairman, since July 1, 1972

Dick Beckett, M.P.P.
Brantford

Member, appointed December 17, 1971

James Foulds, M.P.P.
Port Arthur

Member, appointed December 17, 1971

Murray Gaunt, M.P.P.
Huron–Bruce

Member, appointed December 17, 1971

Edward Havrot, M.P.P.
Timiskaming

Member, appointed June 30, 1972

Donald R. Irvine, M.P.P.
Grenville–Dundas

Member, appointed December 7, 1972

Floyd Laughren, M.P.P.
Nickel Belt

Member, appointed December 17, 1971

Lorne Maeck, M.P.P.
Parry Sound

Member, appointed June 30, 1972

Bernard Newman, M.P.P.
Windsor–Walkerville

Member, appointed December 17, 1971

John Root, M.P.P
Wellington–Dufferin

Member, appointed December 7, 1972

Osie F. Villeneuve, M.P.P.
Glengarry

Member, appointed December 7, 1972

Former Members:

John R. Smith, M.P.P.
Hamilton Mountain

Chairman, December 17, 1971 to
June 30, 1972
Member July 1, 1972 to December 7, 1972

Margaret Birch, M.P.P.
Scarborough East

Member, December 17, 1971 to
December 7, 1972

Lorne C. Henderson, M.P.P.
Lambton

Member, appointed December 17, 1971
to June 30, 1972

James Jessiman, M.P.P.
Fort William

Member, appointed December 17, 1971
to June 30, 1972

Jack McNie, M.P.P.
Hamilton West

Member, appointed December 17, 1971
to December 7, 1972

Acknowledgements

☐ Openness in Education — Introduction

When we set out to define the scope of our inquiry into the utilization of educational facilities, we chose to accept a broad interpretation of education. Two developments seem basic to the educational process today: education is a life-long process; and education is not confined to the facilities traditionally designated as educational.

There are, in fact, two educational systems in Ontario: the formal system offering full-time educational programs to young people through schools, universities and colleges, and the informal system which encompasses a wide spectrum of activities for young and old. These range from continuing education courses offered by the various publicly supported educational institutions to the personal interest and recreation programs offered by such volunteer agencies as the YMCA or YWCA, to the upgrading and retraining opportunities provided by business and industry, to the activities of a large number of cultural institutions and groups, and further. We thus define ''educational facilities'' in terms of all the places where education is being, and can be, pursued.

When we consider how broad the range of available facilities is, we begin to realize that there are now abundant facilities in Ontario to accommodate most, if not all, of our educational needs. We are aware, however, of a number of disparities in the provision of facilities and in the availability of educational opportunities. In searching for ways to increase utilization of existing facilities, we feel that these disparities, which exist in regional and local terms and in terms of certain groups, must be taken into account. Increasing utilization seems to us to involve two key problems:

- improving accessibility to existing facilities;

- coordinating educational needs with existing resources.

We suggested, in our first interim report, that coordination must become the primary objective in the provision of programs if we wish to achieve full utilization of facilities. We defined coordination:

> **By coordination we mean that all the resources available, both private and public, are brought together to meet the actual needs in individual communities.**

We are convinced that lack of coordination in the provision of educational and community resources has been an important factor in the failure to meet certain educational needs in Ontario.

Accessibility to existing post-secondary educational institutions, our colleges and universities, was identified as a fundamental problem by the Commission on Post-Secondary Education in Ontario, in their report, *The Learning Society.* Lack of access was delineated for a number of groups in our society; lack of access was attributed to a number of causes. Economic, geographic, cultural and social factors have contributed to inaccessibility for certain groups. It is these groups that constitute, we believe, at least part of the wider community that we are concerned with, in relation to the problem of utilization.

If we are to reach a wider community in Ontario through programs of utilization for educational and other purposes, we must address ourselves, therefore, to coordination in the provision of services and accessibility to those services. The recommendations of the Commission on Post-Secondary Education in Ontario related to the need for 'openness in education', provide, we feel, a very useful approach to these problems.

☐ Openness in Education — Some Meanings

We have found a reluctance among formal educational institutions in Ontario to consider 'openness in education' as a useful concept. They apparently find the terms ''open'' and ''openness'' too ambiguous, or perhaps too complex, to be meaningful. Since the thrust of our recommendation in this report is to create, or at least increase, openness in education in the province, we must outline what we mean by this phrase.

''Openness in education'' most often relates to the admissions policies of an educational institution. What are the criteria for admission? Is admission to university contingent on possession of a Grade 13 certificate? Does the applicant for admission to a community college program have to have a Secondary School Graduation Diploma? Or has provision been made in each institution's admissions procedures to accommodate those who do not have these qualifications but who have a desire and the motivation to learn? In Ontario we note that mature students may be eligible for admission to some programs in most, if not all, of our post-secondary educational institutions. Education in Ontario, in this sense, is relatively ''open''.

The term ''open'' has been used to denote an educational system in which emphasis is placed on courses rather than programs. In an ''open'' system, a student is allowed to take, for example, a particular course in history without having to enrol in a program calling for a number of interrelated history courses. Our university system in Ontario is relatively ''open'' in that it has ostensibly made the transition from program orientation to course orientation. Our community colleges are, in this sense, not at all ''open''. Almost all full-time college students are placed in specific programs which have a core of compulsory courses.

The term ''open'' has also been used to denote an educational system in which prerequisites are not necessary. An ''open'' system is one in which a student may attempt a course regardless of his background. In this scheme, prerequisites are seen as barriers to learning. If there are prerequisites someone other than the student himself has made the decision about what he is capable and incapable of learning. In an ''open'' system, the responsibility for assessing an individual student's competence to try and likelihood to succeed remains with the student. This is an important distinction between the programs of an open educational system and the programs of Ontario's formal educational institutions.

"Openness in education" relates to the question of relevance in formal education, in terms of the courses offered, the study materials provided, and the methods of instruction used. To what extent do our educational institutions rely on classroom lectures, tutorials and library research as the media for learning? We find that universities and colleges approach most of their instructional tasks in this way. The formal programs of our post-secondary educational institutions, that is, the full-time day programs leading to a degree or diploma, are not, in this sense, particularly "open".

In a more general sense, the phrase "openness in education" has been related to the access which individuals have to the educational system. The "openness" of the system is determined by the ease with which individuals may obtain opportunities for education. Can one's education be interrupted for periods of indefinite length? Can one go back to school or university at any age? Is it possible to obtain "part-time" what other students obtain "full-time"? Can an adult who decides to go back to school full-time receive government assistance to do so? An educational system which enables access, on an equal basis, to anyone at any time, would be referred to as "open".

The question arises: what does this discussion of "openness in education" have to do with utilization of educational facilities? Increasing use of facilities and widening the community that has access to them (which are the tasks outlined in our terms of reference) are, we are convinced, directly related to the creation of "openness in education". How to create "openness", how to achieve more coordinated use of our educational and community resources and how to remove access barriers to existing educational institutions, are the principle questions.

The evidence suggests that education in Ontario is not particularly 'open'. The background studies prepared for the Commission of Post-Secondary Education in Ontario bear out this assertion, in terms of neglected areas in the province and disavantaged groups. The Commission's report, *The Learning Society,* is largely concerned with this issue in relation to post-secondary education. We know that part-time learners do not have the same opportunities in terms of program offerings, financial assistance, and accessibility to learning resources, as those who attend full-time — especially in the community colleges.

The Critical Juncture (November 1973), a report prepared under the auspices of the Ontario Ministry of Colleges and Universities, seems to emphasize this problem of disparities. On the basis of a preliminary survey (May 1973) of grade 12 students across Ontario,

in terms of their educational and vocational intentions, the report provides the following profile:

> "...those students who plan on going to university differ markedly from all other groups of students. They tend to be male, rank high on social class background, come from urban areas, believe they have the ability to graduate from university (and have the grades to back up this claim) and possess higher occupational aspirations than students with other kinds of plans. Students who intend to go to a C.A.A.T. contrast sharply on all the aforementioned characteristics. They tend more to be female, come from less prestigious backgrounds, possess fewer illusions concerning either their ability to graduate from university or obtain very prestigious jobs. Their grade point averages also tend to be lower than those of university-bound students." (pp. 141-42)

That such a distinct differentiation of aspiration in relationship to post-secondary education can be made in this generalized way suggests to us that the goals for the educational system in Ontario have not been met. We cite the goals outlined in the **Basic Documents** for the Colleges of Applied Arts and Technology, in particular:

- "equality of opportunity for all sectors of our population"

- "the fullest possible development of each individual to the limit of his ability."

We would interpret, as the **Basic Documents** do, these goals in the very broad sense and expect the educational system on Ontario to help each individual to achieve his cultural, vocational and avocational hopes and aspirations. We doubt that differences in human potential are determined according to such factors as sex, place of residence and socio-economic background. The profile of Grade 12 students' aspirations in relation to post-secondary education suggests that the development of this potential in Ontario is determined by such factors. We conclude that there is a very real need to search for ways to increase "openness in education" in order to achieve the goals that have been defined for education in Ontario. We must add, however, that, in our approach to "openness in education" we are concerned with the learning needs of people of all ages and not just with those of the young.

☐ **Openness in Education — Some Approaches**

Many proposals have been made during the past few years by a wide variety of educational institutions for innovative ventures in education that would expand the educational environment, open up opportunities for education and widen the population that has access to higher education. We have chosen, in this section, to describe some of the approaches that have been undertaken in the United States and Britain to meet these challenges. We have also chosen several proposals, that have been outlined for such projects in Canada. This range of projects, which is representative, but by no means all-inclusive, illustrates a number of the issues, concepts and strategies that are involved in creating 'openness in education'.

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Britain:
■ *The Open University*

Britain's Open University was designed as a new kind of institution which would offer a completely new way of achieving a university degree. It is an experiment in education, that has, in less than four full teaching years, won the interest and respect of those concerned with higher education.

The Open University is different primarily because it offers university education on a part-time basis to a working population, and because it demands no formal academic qualifications for entrance. The only entrance requirement is motivation.

The key characteristics of the Open University are:

☐ *open entry to a university education*
☐ *a flexible credit system*
☐ *exploitation of multi-media communications*
☐ *methods of higher education*
☐ *provision of support facilities involving personal contact for the student with his teachers.*

☐   *an economic alternative to the conventional means of creating a new university or college campus, with an extremely large capital expenditure.*

The main purpose of the Open Univeristy, is to bring higher education to adults who have full-time responsibilities at work or at home and who cannot take three or four years off to study at a conventional university. In a country facing a shortage of facilities for higher education, the challenge to be faced by the Open University was to use modern long distance communication systems to bring higher education into the home. Radio, television, and specially written correspondence materials are combined with residential summer schools and local study centres to bring university teaching to students.

The Open University came into being, under the Royal Charter, in May 1969 without a budget or premises and with a staff of four. The site chosen for the university was Wolton Hall, near Bletchley, Buckinghamshire, 50 miles north of London. This site is within the area of Milton Keynes, a planned new city of 250,000 people. The Open University Campus is not a campus in the ordinary sense, however. There are no students attending courses there. The campus is really a factory, a place where faculty preparation of course materials and development of teaching methods is done. To produce and broadcast the television and radio programmes the Open University works in partnership with the British Broadcasting Corporation. Thirty hours of programming a week are provided by the B.B.C. on their second television channel.

The Open University is an independent, autonomous body. It is funded directly by the Government. It awards a Bachelor of Arts degree for all its undergraduate programmes. Even though no academic qualifications are stipulated for entry to the undergraduate degree programmes, the academic standards have been maintained at a level at least equal to those of the conventional universities. The Open University intends to be open to people, places, methods and ideas, but not at the expense of quality of education.

The Open University year starts in January and lasts for thirty-four teaching weeks. A credit system has been devised to allow great flexibility for study. Students can take a maximum of two courses each year. Students may break for as long as they like between years — for instance, a woman might need to interrupt her studies during the first year after the birth of a child — or student, feeling extra pressure at work

might wish to postpone completing his programme for a year or so. Credits may be given for previous study at an institution of higher education.

Admission is determined largely on a ''first come first served'' basis, but there is a quota system to ensure that students are spread across the courses, and also across the thirteen regions into which, for university purposes, Britain is divided. Approximately 30% of Open University's 42,000 students are teachers, with professional people, laboratory technicians, scientists, engineers and housewives well represented. Special arrangements are made for disabled students.

Although television and radio are important elements in the learning process, they represent only a small proportion, about ten percent, of the average student's study time per week. The television and radio programmes are designed to supplement and enrich the written part of the course which is the most important part of the instructional system. For a full-credit course, the correspondence package consists of 34 or 36 study units each representing one week's work. The courses are prepared by course teams which include academics, the producers of the radio and television portions, and experts in educational technology.

The element of personal contact with the faculty is maintained for each student through a one week's residency at a summer school, through the development of feedback mechanisms and through the establishment of 300 local Open University study centres which rent space in schools and colleges across the country.

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United States:
■ Empire State College.

Empire State College is the non-residential college of the State University of New York. The college was established in 1971 as an additional institution in the network of State University colleges. It was to be an institution that would be able to draw

upon the resources of the existing colleges. It is a college without a campus set up to serve students who cannot or should not reside full-time on a conventional campus. It is a college for students who cannot or do not wish to devote four years of their lives to sitting in a classroom on a traditional campus.

The objective, in setting up Empire State College, was to discover whether alternative approaches to higher education can more flexibly serve the needs of individual students while maintaining quality and educational effectiveness comparable to that available to a student at a traditional campus. Empire State College is built on the assumption that learning is an individual experience and that the highly motivated student can pursue university-level study without being full-time on campus. Emphasis is placed on individual study and initiative under the guidance of master teachers, called mentors. Each student collaborates with his mentor in planning and pursuing an individualized, independent study program through the use of tutorials, cooperative studies, courses offered at other institutions and community resources such as museums, service organizations, business and libraries.

The college offers four degrees:

- ☐ *Associate in Arts (A.A.)*
- ☐ *Bachelor of Arts (B.A.)*
- ☐ *Associate in Science (A.S.)*
- ☐ *Bachelor of Science (B.S.)*

Prior life experience may be considered in granting degrees which are conferred by the State University of New York on recommendation of the faculty of the College. For a full-time student the normal time for completion of a degree would be the same as the traditional time period: two years for an Associate Degree, four years for a Bachelor's Degree.

Empire State College is designed to serve, on a state-wide basis, people of all ages who wish to study according to their own needs and interests. These people are generally high school graduates and include:

- ☐ *students who wish more flexibility in the educational environment and in modes of learning*

- ☐ *persons who wish, for personal reasons, to pursue a degree at home*

☐ *persons who wish to pursue an individual educational objective or to complete a degree program*

☐ *employed persons wishing to pursue education part-time for career objectives*

☐ *selected secondary school students.*

For broad curricular areas, the faculty has developed full program study materials, known as organized programs. For the most part, Empire State students, while seeking alternatives to "required courses" and "credit hours", still need and want some structure to their study, an estimated time needed toward a degree and suggested methods of progression. Study modules in a range of liberal arts subject areas have been prepared as part of the plan of the College to offer an alternative to traditional college study. They have been designed with the following ideas in mind:

☐ *Deliberately avoiding locked-in curricula or rigid sequential programs; thus a student may adapt any part of an organized program of study to his or her needs.*

☐ *Taking account of differing points of entry for individual students, each organized program begins at a basic level and proceeds through increasing levels of complexity.*

☐ *Each organized program is made up of separable units which have their own integrity as units of disciplined work, but which also have functional relationships to the other segments.*

☐ *Each organized program begins with brief exploratory exercises to allow both student and Mentor to judge relevance and level of entry.*

Every learning module, properly conceived, can be expanded to include the total work required for a degree or can be contracted to the point where a student enters a program, works for only a brief while, and receives credit for the work done.

A network of regional learning centres throughout New York State have been established as the basis for operation of the college. These centres are not miniature campuses but rather meeting places where students can confer with faculty members about their work. The centres are also used for Orienta-

tion Workshops which introduce new students to the educational procedures of the College. Each learning centre serves as a major clearing house in its region for resources useful in the planning of non-traditional approaches to study. The centres are manned by Mentors, experienced instructors who tutor in their academic areas, assist in the creation of individualized studies, guide and evaluate work, and ultimately recommend students for their degrees.

Empire State College began in 1970 with only 30 students. The college has expanded to 1600 students by 1973 and is expected to grow to 10,000 students by 1980.

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■ *University Without Walls.*

University Without Walls is a program of the Union of Experimenting Colleges and Universities, an association of twenty-five institutions that have joined to encourage research and experimentation in higher education. University Without Walls (UWW) is an alternative form of higher education, which seeks to challenge many basic ideas for higher education:

☐ that higher education needs to occur in a certain place, at a certain time and over a set number of years.

☐ that a population for higher education should be restricted to those persons age 18 to 22

☐ that teachers for higher education are best found in the college classroom

University Without Walls seeks to build highly individualized and flexible programs of learning and make use of new and largely untapped resources for teaching and learning. Students, ranging in age from 16 to 60 and older, are enrolled, in UWW programs, under the auspices of such member colleges and universities as the University of Minnesota, Skidmore, Chicago State Univeristy and University of Wisconsin at Green Bay. Admissions policies, evaluation procedures

and degree criteria are developed by each individual institution. Admissions have in fact varied from highly selective to very open. In most cases, though, students' motivation and life-achievement are more important for admission than test-scores and academic grades. Enrollment is permitted at various times during the year.

A number of basic concepts were adopted by the University Without Walls institutions. These included:

☐ *Inclusion of a broad age range of persons*

☐ *Involvement of on-campus students, faculty members and administrators in the design and development of each UWW unit*

☐ *Use of program components which provide for a broad array or mix of resources for teaching and learning*

☐ *Employment of flexible time units*

☐ *Development of an Inventory of Learning Resources for each UWW unit*

☐ *Use of an adjunct faculty composed of government officials, business executives, artists, writers, persons from community agencies, scientists and others who could help UWW students in their communities acquire related competence.*

☐ *Employment of procedures designed to maintain continuing dialogue between students and faculty in both one-to-one and small group relationships*

☐ *Development for special training programs to prepare faculty members for the new instructional procedures*

☐ *Opportunities for students to use the resources of other UWW units*

☐ *Development of new assessment procedures, with periodic evaluations to include both students and their advisors.*

Each student enrolled in a UWW program follows a program tailor-made by the student and his advisor. Students use a variety of learning experiences to achieve their objectives:

regular course work, internships, apprenticeships, and field experiences; travel; programmed material, cassettes and other technological materials. There is no prescribed curriculum or uniform schedule for completing the degree. Students study in variable time-frames or episodes. Graduation takes place when the student has achieved the learning objectives agreed upon with his advisor.

Before applying for his degree a student is expected to produce a ''major contribution'' — a research study, a work of art, a community service, a publishable article or book or some other valuable contribution. Each student keeps a cumulative log which lays out his educational targets, the methods he has used to try to achieve these, his own evaluation of his progress and evaluations made by others with whom he has been working.

The University Without Walls programs began in the Fall of 1971 with a number of small pilot groups. Some 5000 students are now enrolled in UWW units through the United States.

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■ *Minnesota Metropolitan State College*

In May 1971, the Minnesota State Legislature authorized the establishment of a urban college for new kinds of students on ''a new kind of campus'', the Minnesota Metropolitan State College. The legislation creating the new college set out the directions for operation:

☐ *to create a new, innovative, non-traditional college*
☐ *to emphasize teaching and not research*
☐ *to utilize all available resources and facilities*
☐ *to develop a flexible, year-round calendar*
☐ *to utilize the specialized experience and expertise of professional men and women within the community.*

The college is designed to serve residents of the Minneapolis-St. Paul metropolitan area who have completed the first two

years of college, or the equivalent, and who have no upper level college program designed to meet their specific needs.

The basic tenets of the Minnesota Metropolitan State College (MMSC) include:

☐ *Students at MMSC have responsibility for, and authority over, their own education. They are responsible for formulating their education goals and exercising ultimate authority over implementing those goals. Faculty members are expected to use their expertise to teach students how to plan and carry out their own educational program. They are not to impose their educational goals and strategies on students. Full-time and community faculty members are available for instruction purposes.*

☐ *Students at MMSC should seek an urban-oriented education. MMSC is ''pro-city.'' The college maintains that its students should focus on the needs of the city and the problems of living in a large urban area. The college has no campus in order that students will learn to use existing facilities and agencies within the city rather than becoming dependent on specialized college facilities.*

☐ *Students at MMSC will acquire competencies rather than accumulated credits. A competent person is one who has a combination of knowledge and skills, understanding and attitudes in five broad areas.*

- ■ *Basic learning and communication*
- ■ *civic*
- ■ *vocational*
- ■ *recreational*
- ■ *self-assessment*

With no formal or central campus, the Minnesota Metropolitan State College is utilizing unused or under-used facilities which are readily available in the metropolitan area: libraries, community centres, churches, offices, and private homes. Classes (learning opportunities) are held morning, afternoon, evening, weekends — whenever necessary to meet the needs of the students who, for the most part, are working or maintain a home, full-time.

Students enrolled in Minnesota Metropolitan State College work toward Bachelor of Arts degrees in either urban liberal

studies or in an urban-oriented professional or para-professional field.

There are five phases to the student's education in the college:
1. *application and admission*
2. *orientation*
3. *educational pact development*
4. *educational pact implementation*
5. *final evaluation*

The educational pact becomes the student's own individualized curriculum.

On February 1, 1972 Minnesota Metropolitan State College began a Pilot Program for three purposes:

☐ *to provide learning opportunities for some 200 enrolled students*

☐ *to orient and train the part-time community faculty*

☐ *to test the fundamental assumptions and procedures of the college prior to their full-implementation during the 1972-73 fiscal-academic year.*

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■ *The University of Minnesota: University College*

University College at the University of Minnesota is made up of a number of separate units offering their own degree programmes, each having its own set of goals and procedures. The mission defined for the college at its inception was to foster innovative programmes at the university level. All of University College's programmes are experimental rather than permanent. From year to year new programmes can be added and programmes that have completed their experimental phase may move to some other auspices within the University. Three projects are of particular interest.

■ *University College: Living-Learning Centre*

A mechanism was wanted to ''open'' up the total university, in terms of both its on-campus resources and the resources of the community as a whole. The Living-Learning Centre was set up, to achieve this purpose. It is an inter-disciplinary university-wide educational service unit, designed to assist students (and faculty and community members) in the development and accomplishment of self-directed off-campus field study projects. The Centre offers advice in planning projects, in arranging for credit, and in finding the community resources necessary for carrying out the various projects.

Six principles were outlined for its operation:

☐ *develop a ''community of learners''*

☐ *develop ''experiental learning,'' permitting learners to engage in primary data collection outside the university*

☐ *develop ''mutuality of learning'' between student and instructor*

☐ *broaden the learning environment to include off-campus as well as on-campus resources*

☐ *develop learner responsibility for curriculum building*

☐ *diminish the emphasis on grading as the means of evaluation; involve more people in the feedback process than just an individual's instructor*

The Living-Learning Centre has undertaken three tasks:

☐ *to assist students in the conceptualization and implementation of off-campus independent study or service-learning projects;*

☐ *to assist and work with other units of the university in the development of innovative programs;*

☐ *to make the community a partner in higher education.*

The staff of the Living-Learning Centre includes a small number of administrative and counselling personnel and a Service Learning Corps, made up of eight project directors responsible

for outreach into the community and creation of learning packages with a community orientation.

■ *University College: University Without Walls*

In addition to the need for the community-oriented living-learning centre on-campus, there existed, both on and off-campus, a growing need for educational opportunities not found in the fixed curriculum to be pursued in a given sequence, at a fixed time in a certain lecture hall, for a specific number of credits. The University of Minnesota unit of a University Without Walls was set up under the auspices of University College.

The basic concepts underlying the operation of the University Without Walls (UWW) unit at University of Minnesota are the same as those applying to all UWW units in the United States. In addition the Minnesota unit was to avoid duplication of other university offerings and to make entry possible for those not able to normally attend lectures on campus. Programs were to be developed specifically for low-income and disadvantaged students. In other words, Minnesota's University Without Walls students were to be those who have barriers (personal and logistic) to traditional learning yet who are motivated to learn.

The key theme in the UWW concept is student self-direction and the basic approach is through the creation of a genuine student-faculty partnership. The student acts as advocate of his educational goals: the faculty acts as catalyst, facilitator, and upholder of academic standards, always relating back to the student's objectives.

Each potential student is assigned an UWW advisor from the main campus of the University before registration. The advisor helps the student plan his program. He provides a solid contact or reference point in the University and deals with the administrative problems that may be involved. The advisor does not participate in the evaluation of a student's work but he does play a major role in monitoring and facilitating the student's progress. The advisors remain on-campus rather than constituting a ''mobile-unit''.

The regular faculty of the university is available for consultation and evaluation during the course of study. This is in addition to their regular teaching duties. In addition, persons from the

community may be selected as monitors of individual projects

A graduation committee, made up of representatives of university faculty, UWW staff, students and the community, decides on the readiness of the student to graduate. The criteria for graduation include:

☐ *self-direction*
☐ *communications skills*
☐ *academic achievement*
☐ *Council of Liberal Education requirements*
☐ *variety of work*
☐ *evidence of scholarship and not just consumerism*
☐ *development of analytic skills*

All UWW students live in the community and not on campus. There is no group learning, therefore, among students.

■ *University College: Experimental College*

A third innovative program provided by University College at the University of Minnesota is the Experimental College whose operation is based on the idea of community decision-making.

As it currently operates, Experimental College is set up for 80 to 100 students with a small staff of 6 to 8 teachers and 2 administrators. Experimental College is trying to make the ''community of scholars'' a reality. There is a democratic assembly, with student and faculty votes, which can hire and fire teachers. The college explores collective learning as opposed to individual competition in learning, with its usual pressures associated with marks and credits. There are requirements for admission to the college however.

Student programs are individually designed and negotiated with staff and other students through quarterly learning contracts. There are no formal courses as such but the student may include in his program formal courses from other colleges of the university. The aim at Experimental College is to maximize the individual student's freedom while also expecting the student to participate in the governance of the college and in the attempt to create an interdependent learning atmosphere in the college.

Graduation criteria have been defined in terms of:
☐ *community participation*
☐ *social responsibility*
☐ *experience and practice*
☐ *intellectual and artistic achievement*

The Living-Learning Centre, the University Without Walls and the Experimental College all receive operating grants and faculty support from University College which is the degree-granting institution for these programs.

* *

Canada:
■ *Alberta Academy*

The Alberta Academy was proposed as a new approach to higher education, by the Alberta Commission on Educational Planning in their report, **A Choice of Futures.**

The Alberta Academy was to be neither a university nor a college nor a technical institute. Rather, the academy was to act as a staging agency for, and provide entrance to, all these institutions. Aimed at the distinctive needs of lifelong learning in Alberta, the activities of the academy would be directed to a single critical stage in the educational system — the stage of emergence from basic education and the beginning of higher education. Registration in the academy would be open to all, regardless of their educational credentials.

The Alberta Academy would not grant degrees but· it would arrange for the transferability of credits from one institution to another. The academy would also offer a two year diploma program — a Community Life and Self-Development Program. The first year of this program would be foundation year which would be equivalent to the first year in an Alberta university or college. Credits would be transferable. This year would have built-in remedial opportunities for those who came to the program without sufficient preparation. The foundation year would be inter-disciplinary. The second year, the diploma year,

would provide a self-development framework with considerable room for the student to tailor his own program.

The Alberta Academy would represent a break with the institutional tradition of a central place of learning. There would be no campus. Students would not be required to go to the Academy; the Academy would go to them.

> *"What really counts in education is what is built inside a student not what is studied inside a building. The campus of the Alberta Academy would be under no particular roof. Its location would be in air waves, telephone lines, mail routes, living rooms, businesses, community buildings, learning resource centres and tutorial offices spread across the province." (page 100).*

The Alberta Academy would employ a wide variety of learning media including television and radio broadcasts, cablevision, correspondence and telephone and tape technologies. Equal stress however would be placed on interpersonal communications including tutorials, group learning, peer learning and community support.

The emphasis in the Alberta Academy would be on individual instruction through efficient management of technology and human resources and through the employment of personalized learning systems.

The multi-purpose regional learning centres and the communications system ACCESS which are included in the Commission's many other proposals would provide support to the activities of the Alberta Academy.

The Alberta Academy concept proposed by the Commission on Educational Planning for Alberta has yet to be implemented.

✻ ✻

■ *A Community College System for Saskatchewan*

The development of a regional community college system to maximize opportunities for continuing education in Saskatche-

wan was proposed by the Minister of Continuing Education's Advisory Committee on Community Colleges in 1972.

Guidelines were set out for the establishment of Community Colleges:

- *priority to rural regions.*
- *existing facilities used.*
- *minimum permanent staff.*
- *local people as staff.*
- *extensive use of media.*
- *programs based on need assessment.*
- *informal community-based programs.*
- *provincial libraries as resource centres.*

The community college system was conceived as a learning system which would be so much an integral part of a community that no single set of buildings or group of people would be considered the college campus or the college staff. The community would be the campus and those in the community with knowledge and skills would be the staff. A college would "manifest itself wherever learning programs were offered — whether in a farmhouse, a community hall or church basement, or a school facility." (p.32)

A college would be a mechanism to help a community identify and assess its needs and the resources available to meet those needs. Underlying this concept is the assumption that learning goes on during the process of need and resource identification and assessment and the process of considering alternatives and setting priorities to meet the identified needs.

A community college would have a special concern for the less privileged, less articulate and less motivated within communities. The college would aim to create a climate of support and a sense of community for those who previously had neither.

A community college would not grant degrees or diplomas. Formal education programs would be contracted as required from existing educational institutions. Existing services would not be duplicated; the aim is to maximize use of existing resources. The Provincial Library System would act as the resource distribution system for the community colleges.

A community college system for the province of Saskatchewan was established by Legislation during the Spring of 1973.

Saskmedia

The establishment of an Educational Communications Corporation (Saskmedia) for the Province of Saskatchewan was proposed in a 1973 report prepared for the Department of Continuing Education on the development of an integrated educational communications and community college system.

The major initial thrust of Saskmedia would be the development of educational programs for FM radio and for video cassette distribution. The establishment of an ETV broadcast network was considered too costly.

The Provincial Library System would act as a library-media distribution system for the community colleges.

The community colleges would act as program coordinators for local educational radio stations and would be involved in radio and video program development.

This idea has yet to be implemented.

✻ ✻

A number of recurring themes appear in the projects and proposals that we have described:

☐ Realization of the need to broaden the educational environment.

☐ The feeling that the conventional approaches to post-secondary education, with its fixed curriculum, pursued in a given sequence at fixed time and in a fixed place, does not meet everyone's educational needs.

☐ Recognition that there are certain groups in each community that are not in touch with the educational opportunities that presently exist. In each proposal, priority is given to specific groups. In some cases, the problem may be defined in terms of rural populations; in others, urban. In most cases, the

problem involves poor and otherwise disavantaged people. In many cases women constitute an important group.

☐ Realization that adults who have full-time responsibilities at work and at home often can not attend lectures on campus on a normal or regular basis.

☐ The need for innovative and non-traditional alternatives to the conventional approaches to post-secondary education.

☐ Recognition that external, off-campus study should be eligible for credit towards a university degree.

☐ Concern, in developing such alternatives, to emphasize individualized and independent learning and self-direction, with advisor-mentor support to the student at all stages.

☐ Belief that students should take on responsibility for outlining their own program goals and learning objectives.

☐ Provision of educational opportunities when and where the need exists. Flexible time units should be possible and a flexible year-round calendar should be basic to alternative educational programs. A modular basis for planning should be developed.

☐ Development of Regional Learning Centres to support the individual student should be developed, in existing community facilities, where possible.

☐ Exploitation of multi-media communications methods for post-secondary education, to expand educational opportunities — particularly in the development of support study materials, designed on a modular basis.

☐ Emphasizing, in efforts to expand educational opportunities, the utilization of existing facilities and resources. The creation or existence of residential campus is not at all essential to the educational process. Inventories of community learning resources, however, are.

☐ Development of part-time community faculties, in addition to full-time teaching faculties, as an educational resource for individual students.

☐ Acceptance of open admissions policies which do not require specific academic standing in a prior phase of education.

☐   Development of evaluation procedures, for the granting of degrees or diplomas, which place less emphasis on academic grading and greater emphasis on the development of competence in a number of areas. Prior life experience, other than academic achievement, should be recognized in both admission and evaluation procedures.

All of these themes relate to our aim of increasing ''openness in education'' for Ontario.

☐ **Openness in Education — A Proposal for Ontario**

The Commission on Post-Secondary Education in Ontario, in their report *The Learning Society* recommended the creation of an Open Educational Sector for Post-Secondary Education and the establishment of an Open Academy for Ontario.

> *(Details of the recommendations of the Commission on Post-Secondary Education in Ontario are provided in Appendix A)*

While we question the need to create a separate "open sector" in education we do support the idea of giving a specific body the responsibility to increase openness in education. We feel, however, that its duties should not and can not be restricted to Post-Secondary Education. The educational needs of those who do not presently have access to post-secondary education, or who find access extremely difficult to attain, must be examined and met in much wider terms. A somewhat different approach is needed, in our view; an approach that does not distinguish among the various stages of formal education, or between formal and informal education.

We propose the establishment, by statute, of the Open Educational System for Ontario as a separate entity which would report to the Legislative Assembly through the Provincial Secretary for Social Development. The basic purpose of this new body would be to increase the utilization of educational facilities and widen the community that has use of these facilities. This would be achieved through a process of coordination, bringing together the learning needs of those who are not presently served by existing educational institutions, and the wide range of educational and community resources that exist in this province to meet those needs.

A number of specific groups were identified by the Commission on Post-Secondary Education in Ontario, including women, native peoples, and franco-ontarians, as needing special attention in the existing post-secondary educational institutions. The economically poor and those in northern, isolated and rural communities were also considered by the Commission to be at a disadvantage in relation to post-secondary educational opportunities. The Open Educational System for Ontario would be charged with providing that special attention.

It is not our intention, in establishing this new body, to duplicate the programs offered by existing educational institutions. On the contrary, the ultimate goal in our proposal is to open up existing educational opportunities to a wider population. But this involves

breaking down very real barriers to access. The role of the Open Educational System for Ontario would be to remove these barriers.

Three questions arise in relation to our proposal for an Open Educational System for Ontario (OESO):

☐ Why do we need a separate and additional agency to increase ''openness in education''?

☐ Why should OESO report to the Legislature through the Provincial Secretary for Social Development and not through the Minister of Colleges and Universities?

☐ How would OESO operate?

Why an Additional Agency?

Ideally the task of increasing openness in education would perhaps be given to the existing educational institutions. There is no doubt that the formal (compulsory) schooling process for the young has a great influence on an individual's attitudes to, and interest and success in, further education. Indeed the traditional role of the high school has been to prepare a number of students for higher education and professional study.

Even though the development of vocational and technical education in schools, followed by the establishment of the Colleges of Applied Arts and Technology, has increased immeasurably the opportunities for further education in Ontario, access continues to be determined for the most part at an earlier stage. The colleges and universities have always taken a very passive role in influencing and encouraging an individual's decision to participate. The idea of reaching out to the potential student, of taking an active part in helping people of whatever age to realize their potential has not really been accepted by these institutions as part of their responsibility. Yet it is exactly this idea that is basic to our proposal.

The question thus becomes one of whether this extra responsibility can be given to the colleges and universities or whether a new body is needed, with this as its primary responsibility. In fact we would choose both of these alternatives. Our existing educational institutions must become more ''open'', more aware of the difficulties of access experienced by many and much more active in overcoming these difficulties. But we also see a need for a centralized coordinated effort to achieve openness in education. To leave it solely to

the existing institutions would provide too haphazard an approach. An extra effort, in our view, is needed.

In addition, we wanted to emphasize the importance of openness in education in a much broader context than just post-secondary education, developing and employing existing resources in very different ways from what our educational institutions do now. The new agency we propose, the Open Educational System for Ontario (OESO), would be freer to experiment and seek new solutions and new approaches.

Why the Provincial Secretary for Social Development?

Having decided to create a new agency, the question becomes one of whether this should be a ministerial function (a new, separate Ministry or a new division in an existing Ministry) or whether this new body should have a more independent status. In order to achieve as flexible a structure for operation as possible, we have chosen the more independent status. We propose the creation of a corporate body, OESO, following the example set by the creation of the Ontario Educational Communications Authority (OECA) and the Ontario Institute for Studies in Education (OISE). But these agencies presently report to the Legislature through the Ministries of Education and Colleges and Universities. Because we wish to emphasize the coordinating role that would be basic to its operation, we would have OESO report to the Legislature directly through the Provincial Secretary for Social Development.

When we talk about openness in education we really want to be able to look at all the resources available and not just the resources of post-secondary education. The Open Educational System for Ontario should not have to define itself in terms of any specific level of educations. Indeed, OESO must be able to reach into any of the existing resources and contract for their use in whatever way seems necessary in the particular location or for a particular problem.

The coordination role has already been defined for the Provincial Secretary for Social Development as one that crosses over the boundary lines of individual operating ministries. Since our objectives are so closely related to the general goals of social development and coordination of existing resources, it seems most realistic to place OESO at a point in the governmental structure where it could deal with all the Ministries in the Social Development Policy Field, as an agency for coordination and a vehicle for social development.

(To illustrate the structural changes that we believe would enhance our proposal, we have prepared a series of three schematic diagrams. The first illustrates the existing structure in the Social Development Policy Field. The second illustrates the structure recommended by the Commission on Post-Secondary Education. The third provides the structure we would choose as the basis for the operation of OESO through the coordination of existing resources. These are included in Appendix B.)

The Operation of the Open Educational System for Ontario

The governing board for OESO should be appointed by the Lieutenant Governor in Council on the advice of the Provincial Secretary for Social Development. Eighteen members should be selected from the nominations of a wide range of provincial voluntary associations, reflecting the following interests:

- □ The physically handicapped
- □ women
- □ franco-ontarians
- □ native peoples
- □ community groups
- □ social welfare
- □ labour
- □ industry
- □ business
- □ agriculture
- □ adult and continuing education
- □ counselling and guidance
- □ professional groups
- □ universities
- □ community colleges
- □ school board trustees
- □ libraries and museums
- □ visual and performing arts

A full-time chairman would also be appointed.

A number of specific tasks should be undertaken by OESO:

- ■ The development of a community-based information, counselling and referral service;

- ■ the development of a testing and evaluation service to provide the basis for the awarding of OESO degrees and diplomas;

■ the development of learning materials and methods for off-campus study, and community-based study programs.

In carrying out these tasks, OESO should be guided by the following principles:

☐ OESO must be extremely flexible in its structures, strategies and methods, capable of adapting to continually changing needs;

☐ While OESO would be set up as a central coordinating body, its operation should be highly decentralized, using community resources in terms of facilities, instructional personnel, learning materials and the provision of educational opportunities.

☐ OESO should not build up its own set of facilities nor a large permanent staff. Space when needed should be rented, or borrowed. (Indeed the freeing up of space which is happening now in many of Ontario's schools provides the possibility of a very good milieu for OESO.) And outside of a small administrative and program staff, people working for OESO would work under short-term contracts ranging in length from a few months to not more than two years.

☐ OESO should take on a consultative function with groups, individuals and agencies within local communities. Community education, stressing community involvement and shared decision-making should be accepted by OESO as a basic strategy.

☐ Emphasis should be placed on individualized learning opportunities. Part of OESO's role should be to find where wanted courses and programs are available and then either get the potential student (in economic, social, psychological and educational terms) to the courses or bring the courses to the potential student. Building up motivation to learn will be central to success.

☐ In the development of systematic learning packages for individualized, off-campus, study, OESO should employ the services of those in our traditional educational institutions, in OECA and OISE, and in labour, business, industry and government who have particular expertise,

to develop these learning materials using a variety of media.

☐ One of the chief ways in which OESO should function is through the practice of seconding personnel to OESO, for certain periods of time, from other organizations which may be educational, governmental, industrial, professional, volunteer, community or whatever.

☐ In the development of learning packages, involvement of the students themselves should be a prime concern; First, in the development of new materials and then in the process of keeping those materials up-to-date and relevant. In this way, a bank of learning materials would be built up for other students to draw upon and contribute to. But student involvement must be encouraged on a much broader basis as well, in the governance, administration and programming of OESO's operations.

☐ In the development of learning programs for individual students, the importance of personal contact with an advisor or mentor should be stressed. OESO should seek out local resource personnel from the community at large to undertake this role.

☐ The services and programs of OESO should be available in both English and French. In certain areas of the province, the use of other languages may also be necessary.

There are two other major areas of concern in relationship to the operation of the Open Educational System for Ontario:

First, it should be stressed that students under OESO should be eligible for the student aid programs being provided for students in our colleges and universities. But these present student loan programs are not going to fit the needs of many OESO students. There will be a need for higher levels of financial support, even to the extent of actually providing living and maintenance costs to allow certain students to continue their studies. OESO must be provided with sufficient funds to accommodate these extra needs. Indeed it can be argued that the issue of student aid is fundamental to any solution to the problem of increasing openness in education. Provision of financial support for part-time students certainly seems, presently, to be inadequate.

Second, the potential role of the Colleges of Applied Arts and Technology in supporting the undertakings of OESO must be emphasized. When the community college system was established in 1965, a wide range of responsibilities were assigned to it. To quote the *Basic Documents,* the colleges were to be comprehensive institutions ''providing a wide variety of programs of varying length, including work-experience programs, by day and in the evening, for adults as well as for youth, and for probably more part-time than full-time students.'' (page 12) Emphasis was placed in the *Basic Documents* on the development of ''new and alternative'' programs ''to meet the relevant needs of all adults within a community, at all socio-economic levels, of all kinds of interests and aptitudes and at all stages of educational achievement.'' (page 8) The colleges were to offer courses and programs ranging from technical courses, through para-professional, commercial, and business studies, through general and liberal education to recreation, cultural and leisure activities. Above all, the programs were to be designed ''to meet the needs of the local community.'' (page 12).

The elements thus defined for the community colleges provided the potential for a vast array of highly accessible educational opportunities. The potential for openness in education through the community colleges was substantial. Unfortunately, however, we do not believe that this potential has been developed to any real extent. The flexibility envisioned in the *Basic Documents,* especially seems to have been lost.

The emphasis that has been placed on full-time day programs for secondary school graduates is undoubtedly a key factor in this failure. Even though there may be four or five times as many part-time as full-time students, the structures, facilities, strategies and programs of the community college system have been designed primarily for full-time study.

Part-time students thus are almost always served by a separate continuing education division while full-time students are served by the applied arts division or the technology division of a college. We find this lack of integration of the various types of students and the various types of programs a major impediment to increasing openness in education through the community colleges alone. In addition, we find that the interpretation of ''local community needs'' given by the colleges has over-emphasized commercial and industrial interests of a community. Other community needs have been neglected in comparison. And finally, the tendency to rely on

formal classroom instruction for the majority of programs and on the traditional educational year, defined as starting in September and ending in the spring, seems to us to decrease the possibilities for openness in education.

Yet, we continue to see the community colleges as a major, although not the only, resource available to support the operation of OESO. That this will involve substantial changes in the ordering of priorities and the operation of the community colleges is seen as a positive development for education in Ontario.

The challenge for the future as we see it is two-fold. Through OESO we want to achieve better coordination of community resources for education and increase access to the educational opportunities existing in the province.

☐ **The Committee's Recommendation**

The Open Educational System for Ontario should be established by statute.

1.   The objects of the Open Educational System for Ontario should be:

    (a)   To serve the learning needs of those in Ontario who are not presently served by the existing institutions, by providing educational opportunities for the students wherever they may be and in whatever forms are most relevant for their situations;

    (b)   to make entry possible for those in Ontario who do not presently have access, to existing educational institutions;

    (c)   in carrying out (a) and (b), to be concerned with meeting the specific learning needs of:

        (i)   women in Ontario;
        (ii)   Native Peoples in Ontario;
        (iii)   Franco-Ontarians;
        (iv)   other cultural groups that are identified as disadvantaged in relation to educational opportunities in Ontario;
        (v)   the economically poor;
        (vi)   the physically handicapped;
        (vii)   northern, isolated and rural communities;
        (viii)   any other groups or individuals that are identified as disadvantaged in relation to educational opportunities in Ontario;

    (d)   to achieve (a), (b), and (c), through the utilization of existing educational and community resources, whenever feasible.

2.   Members of the Open Educational System for Ontario should be appointed by the Lieutenant Governor in Council on the advice of the Provincial Secretary for Social Development.

3.   The 18 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:

(a)   1 member appointed from the nominations of each of:

    (i)   provincial associations of the physically handicapped;
    (ii)   provincial associations of women:
    (iii)   provincial associations of Franco-Ontarians;
    (iv)   provincial associations of native peoples;
for a total of 4 members.

(b)   1 member appointed from the nominations of each of:

    (i)   provincial associations of community groups;
    (ii)   provincial associations of social welfare groups;
    (iii)   provincial associations of labour organizations;
    (iv)   provincial associations of agricultural organizations;
    (v)   provincial associations of business organizations;
for a total of 5 members.

(c)   1 member appointed from the nominations of each of:

    (i)   provincial associations of adult and continuing education;
    (ii)   provincial associations of counselling and guidance;
    (iii)   provincial associations of professional organizations;
for a total of 3 members.

(d)   1 member appointed from the nominations of each of:

    (i)   provincial associations of universities;
    (ii)   provincial associations of colleges of applied arts and technology;
    (iii)   provincial associations of school board trustees;

(iv)   provincial associations of students;

(v)   provincial associations of libraries and museums;

(vi)   provincial associations for the visual and performing arts;

for a total of 6 members.

Members of the Open Educational System for Ontario should be appointed in a staggered manner for three-year terms, once renewable.

4.   In appointing members to the Open Educational System for Ontario, the Lieutenant Governor in Council should ensure adequate representation in regional terms, especially northern respresentation, in terms of women, and in terms of cultural groups.

5.   The Open Educational System for Ontario should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Provincial Secretary for Social Development for the term of four years, renewable.

6.   No member of the governing board of an educational institution in Ontario should be appointed to the Open Educational System for Ontario.

7.   In carrying out its objectives, the Open Educational System for Ontario should,

(a)   consult with representatives of voluntary associations and private and public organizations, agencies and institutions on matters concerning its activities;

(b)   hold public meetings on a regular basis;

(c)   publish annual reports, to be tabled in the Legislature, describing its activities.

8.   The Open Educational System for Ontario should:

(a)   establish a community-based information network, using existing resources wherever possible;

(b)   build up a community-based counselling and referral service, using existing resources wherever possible;

(c) provide special accessibility grants for students, wherever necessary to allow access to post-secondary educational institutions;

(d) provide a testing and evaluation service available on request to people in Ontario;

(e) award degrees and diplomas on the basis of criteria established for services provided under (d).

9. The Open Educational System for Ontario should:

(a) enter into agreements with Ontario Educational Communications Authority, the Ontario Institute for Studies in Education and any other agency or group in Ontario and elsewhere to develop appropriate educational materials and programs;

(b) provide educational programs on an individual learning contract basis to adults who are unable to undertake educational programs in any other form, particularly the physically handicapped and adults in communities where viable enrolments for existing post-secondary educational programs can not be achieved;

(c) work with colleges, universities and schools to promote regional cooperation and coordination, through the exchange of information, the sharing of personnel, the design and mounting of cooperative programs, and the sharing of media resources and fixed and other assets;

(d) work with industry, business and the educational institutions to develop in-service training, work study and cooperative education programs;

(e) remain open to new challenges and approaches in education.

10. The Open Education System for Ontario should provide its services and programs in both English and French, wherever appropriate.

☐ Dissenting Opinion

There are two major points at which we must differ from the findings of the majority of the Committee:

First, the roots of the problem of openness in our society are economic and social rather than educational. Because the Committee has not recognized this fact, the Committee has failed to acknowledge the need, if openness in education is to occur, for a very different system of student aid. The present student loan and award program in Ontario is geared to the needs of young, relatively well-off students. It is quite unsuitable for many adult learning needs and totally incapable of meeting the educational needs of the poor. The abolition of tuition fees for post-secondary education and the provision of adequate living stipend must be fundamental to any approach to openness in education.

Second, the creation of an "Open Educational System for Ontario", as a separate and additional agency for increasing openness in education,is unnecessary. The objectives outlined in the **Basic Documents** for the Colleges of Applied Arts and Technology — equality of opportunity for all sectors of our population, the fullest possible development of each individual to the limit of his ability, and help to each individual to achieve his cultural, vocational and avocational hopes and aspirations — are goals directly related to the Committee's goal of openness in education. The potential, therefore, to achieve openness has already been vested with the community colleges. The original statements about the community colleges pointed to a college system in which there would be no walls between these colleges and the communities in which they are located. Unfortunately the potential foreseen for the colleges has not been realized. The community colleges have become entrenched bureaucracies which have failed to carry out their mandate. In short, the Colleges of Applied Arts and Technology have failed to meet the objectives set down for them in the **Basic Documents.** There is no need to create another institution with the dangers inherent of creating another educational bureaucracy. The potential is still there in this system has the potential to go into every community in the province and to reach each of the groups that the Committee outline in their recommendations. The community college system should be the vehicle for increasing openness in education.

It must be added that for the community colleges to become the delivery system for open education, a number of major changes will be required:

1. in the governing structures for the colleges, including the Council of Regents;

2. in the alignment of priorities for the college system as a whole and for each individual college;

3. in the financial support provided by the Government of Ontario;

4. in the organization and allocation of programmes, personnel and learning resources.

An additional factor will be necessary: elimination of the competition that presently exists between the community colleges and their neighbouring universities and the development of cooperative and integrative programmes in its place.

Floyd Laughren
Jim Foulds

Appendix A

■ Recommendations of the Commission of Post-Secondary Education in Ontario.

In the report of the Commission on Post-Secondary Education in Ontario, *The Learning Society*, the recommendations have been laid out in a form which highlights the issues and policies involved. For the purposes of this report, the recommendations which relate to changes in structure and to the addition of new bodies have been identified in order to clarify the organization for post-secondary education envisaged by the Commission.

Structures:

I. Canada Human Development Commission.
(Recommendation 85)
A national agency.

☐ to advise the federal and provincial governments on matters pertaining to manpower projections and related requirements.

☐ to sponsor and publish studies on manpower predictions and educational planning.

II. Ontario Human Development Commission
(Recommendation 86)
A provincial agency.

☐ to advise the Government of Ontario, sponsor and publish studies, and offer to the public through post-secondary educational institutions and a community-based information network, information on educational training, employment opportunities and manpower needs.

☐ members appointed by Lieutenant-Governor in Council on the advice of the Provincial Secretary of Social Development.

III. Ministry of Post-Secondary Education
(Recommendation 89)

☐ responsibilities the same as present fields included in Ministry of Colleges and Universities *plus* proposed sector for open education.

IV. Ontario Committee on Post-Secondary Education
(Recommendation 96)

☐ responsibility to review and monitor post-secondary education in Ontario, to publish its findings.

☐ no executive or administrative duties.

☐ Members appointed by Lieutenant-Governor in Council on the advice of the Minister of Post-Secondary Education.

☐   Members to include Franco-Ontarian representation.

☐   Committee specifically to monitor:
  a.   employment of women in all sectors and at all levels of post-secondary education in Ontario (Recommendation 42)
  b.   developments in post-secondary education for the native peoples of Ontario (Recommendation 50)
  c.   the implementation of plans to attain a representative cross-section of Ontario students in professional programs and schools (Recommendation 65)
  d.   the provision, use and effectiveness of French-language programs in all sectors of post-secondary education in Ontario (Recommendation 84)
  e.   the consequences of the proposed financing arrangements for students, with particular attention to their impact on access to post-secondary education, including those of the Open Educational Sector. (Recommendation 124, 126)

V. Provincial Omboudsman for Post-Secondary Education.
(Recommendation 106)

☐   a citizen appointed by Lieutenant-Governor in Council, on the advice of the Minister of Post-Secondary Education.

VI. Advisory Committee on Post-Secondary Education for the Native Peoples of Ontario.
(Recommendation 42)

☐   appointed by the Minister of Post-Secondary Education following consultation with concerned associations of the native peoples.

☐   to advise the proposed councils in the four sectors of post-secondary education in Ontario on matters pertaining to post-secondary education for the native peoples.

VII. Native Peoples' Educational Research Centre.
(Recommendation 47)

☐   a separate entity

☐   governed by a board consisting of a majority of representatives of native peoples.

☐   to conduct and sponsor studies of relevance to the native peoples of Ontario.

☐   to help devise educational policies in areas of special concern to the native peoples of Ontario.

VIII. Councils for the Four Sectors of Post Secondary Education in Ontario.
(Recommendation 90)

☐   four governmental agencies to deal with planning, coordination and funding of Post-Secondary Education in Ontario:

  1.   Ontario Council for University Affairs (Recommendation 91)
  2.   Ontario Council for College Affairs (Recommendation 92)
  3.   Ontario Council for the Open Educational Sector (Recommendation 93)

4.   Ontario Council for the Creative and Performing Arts (Recommendation 94)

☐   each council to plan and coordinate its sector of post-secondary education in Ontario, including the allocation and distribution of funds among the institutions of that sector.

☐   each council to support, through grants, innovations in educational programs and policies.

☐   Members of each Council to be appointed by the Lieutenant-Governor in Council on the advice of the Minister of Post-Secondary Education.

☐   Each Council to publish annual reports to be tables in the Legislature, describing that Council's activities.

Because the proposal in this report relates specifically to the Commission's recommendations for an Open Educational Sector for Post-Secondary Education, full details of these recommendations are outlined below: (Recommendation 93)

A Council for the Open Educational Sector would be established with the following responsibilities:

☐   **to plan and coordinate, in consultation with the appropriate institutions and voluntary associations in that sector, the open educational sector of post-secondary education in the province;**

☐   **to advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;**

☐   **to distribute operating and capital funds among the institutions, using an objective formula basis;**

☐   **to publish annual reports, to be tabled in the Legislature, describing its activities**

☐   **to hold public hearings at the institutions under its jurisdiction**

☐   **to support, through grants, innovation in educational programs and policies**

☐   **to create an Open Academy of Ontario (Recommendation 23)**

Areas of specific concern for the Open Educational Sector would include:

☐   part-time students (Recommendation 18);

☐   continuing and adult education (Recommendation 29);

☐   makeup work to enable participation in post-secondary educational programs (Recommendation 21);

☐   people in areas beyond reasonable commuting distance of existing post-secondary institutions (Recommendations 24 and 26);

□ people in sparsely populated regions (Recommendation 29);

□ learners in remote communities (Recommendation 27);

□ access for French-speaking students to French language programs in all fields and disciplines (Recommendations 71 and 72);

□ continuing education in professional fields (Recommendation 61);

□ women as students and employees in post-secondary educational institutions (Recommendations 34 and 40);

□ Canadian citizens resident in Ontario who have never received post-secondary education in a traditional institution but have the desire and ability to pursue further education (Recommendation 124);

□ library service in Ontario to support post-secondary students (Recommendations 24 and 25).

Libraries and museums would be included in the Open Educational Sector.

Open Academy of Ontario

The Open Academy of Ontario would provide education services at the post-secondary level by:

□ developing new programs suited to the needs of students, not presently served in existing institutions, by using the educational resources of the open educational sector as well as those of the other sectors.

□ entering into agreements with the Ontario Educational Communications Authority to develop appropriate post-secondary educational materials and programs that would be offered by radio and television. (Recommendation 23).

The academy would provide a testing and evaluation service available on request to the people of Ontario and, on the basis of the evaluation criteria established or on the basis of its own formal programs, would award degrees and diplomas. (Recommendation 23).

The programs and services of the Open Academy of Ontario would be provided in French, where appropriate. (Recommendation 70).

Appendix B

- Schematic Diagrams of Government Structures for the Social Development Policy Field.

The question of where a new institution or agency fits into the scheme of things in a governmental structure is obviously pertinent to any discussion about the need to create such a body. To help define the position of the "Open Educational System of Ontario" in relation to existing structures and agencies, a series of schematic diagrams were prepared, three of which are provided here:

1. Ontario: Social Development Policy Field — Existing Governmental Structure.

2. Commission on Post-Secondary Education in Ontario — Proposed Governmental Structure.

3. Select Committee on the Utilization of Educational Facilities — Proposed Governmental Structure.

    - our proposal contains many of the structural characteristics proposed in the recommendation of the Commission on Post-Secondary in Ontario, in their report, The Learning Society. The schematic diagram for our proposal (Diagram 3) suggests, however, a number of changes from the Commission's recommendations, which perhaps merit further study.

Figure 1. Ontario:
Social Development Policy Field
- Existing Governmental Structure.

PROVINCIAL SECRETARY FOR SOCIAL DEVELOPMENT

MINISTER OF COMMUNITY AND SOCIAL SERVICES

MINISTER OF COLLEGES AND UNIVERSITIES

MINISTER OF HEALTH

MINISTER OF EDUCATION

UNIVERSITY SUPPORT

COLLEGES AND ADULT EDUCATION

STUDENT AFFAIRS

CULTURAL AND GENERAL EDUCATION

EDUCATION DEVELOPMENT

EDUCATION ADMINISTRATION

COUNCIL ON UNIVERSITY AFFAIRS

COUNCIL OF REGENTS

UNIVERSITIES

COLLEGES

PROVINCIAL LIBRARY SERVICE

ART GALLERY OF ONTARIO

ONTARIO ARTS COUNCIL

ONTARIO EDUCATIONAL COMMUNICATIONS AUTHORITY

ROYAL ONTARIO MUSEUM

PUBLIC ARCHIVES OF ONTARIO
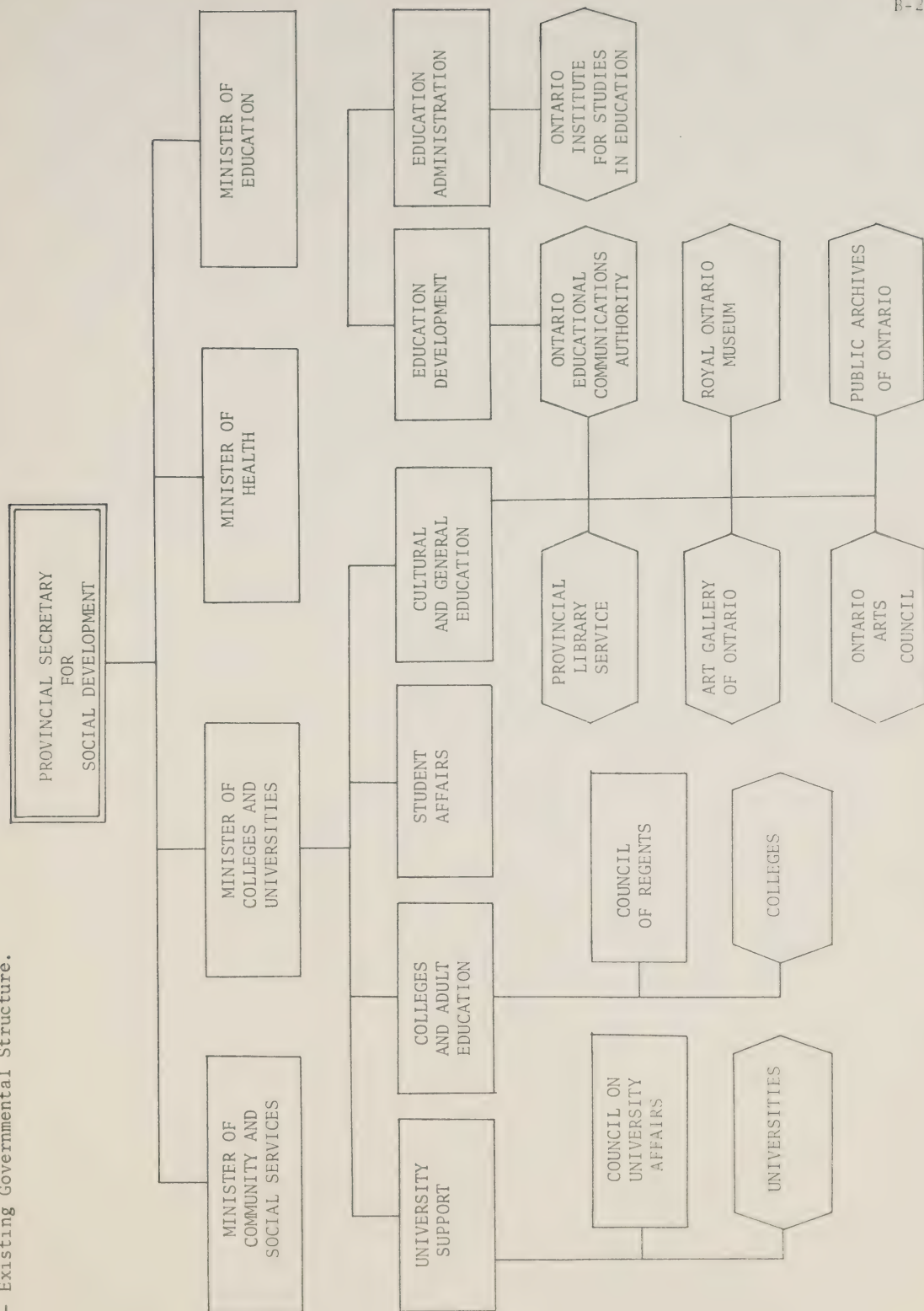
ONTARIO INSTITUTE FOR STUDIES IN EDUCATION

Figure 2. Commission on Post-Secondary
Education in Ontario:
Proposed Governmental Structure.

Figure 3. Select Committee on the
Utilization of Educational Facilities:
Proposed Governmental Structure.

Appendix C

■ Post-secondary educational Institutions in Ontario visited by the Select Committee.

I. Universities

Carleton University, Ottawa, Ontario
September 12, 1973.

University of Guelph, Guelph, Ontario
March 6, 1973.

Lakehead University, Thunder Bay, Ontario
August 14, 1973.

McMaster University, Hamilton, Ontario
March 7, 1973.

University of Waterloo, Waterloo, Ontario
March 6, 1973.

University of Western Ontario, London, Ontario
September 19, 1973.

II. Colleges of Applied Arts and Technology

Algonquin College, Ottawa, Ontario
September 13, 1973.

Cambrian College, North Bay, Ontario
July 27, 1973.

Cambrian College, Sault Ste. Marie, Ontario
July 24, 1973.

Conestoga College, Kitchener, Ontario
February 26, 1974.

Confederation College, Thunder Bay, Ontario
February 15, 1972
August 15, 1973.

Durham College, Oshawa, Ontario
February 2, 1972.

Fanshawe College, London, Ontario

September 19, 1973.
George Brown College, Toronto, Ontario
March 9, 1973.

Mohawk College, Hamilton, Ontario
February 8, 1972
March 7, 1973.

St. Clair College, Windsor, Ontario
February 27, 1973.

St. Lawrence College, Kingston, Ontario
July 31, 1973.

III. Other

Ontario Institute for Studies in Education, Toronto, Ontario
February 13, 1974.

Ryerson Polytechnical Institute, Toronto, Ontario
March 8, 1974.

The Select Committee on the Utilization of Educational Facilities
Interim Report Number Three

Appendix D

- Submissions received by the Committee since November 1973.

D.C. Anderson, Principal,
Kenton Public School, Willowdale, Ontario.

Association for Early Childhood Education, Ontario.

Association for Early Childhood Education of Ontario,
Stratford Branch

Association for Early Childhood Education of Ontario,
Toronto.

Mrs. D.R. Bouvier, Toronto, Ontario.

Mr. R. Crawford, Librarian,
Sherwood Secondary School,
Hamilton, Ontario.

Dufferin-Peel Roman Catholic Separate School Board: Central Education Committee.

Essex County Roman Catholic Separate School Board.

Federation of Women Teachers' Associations of Ontario. Frontenac County Board of Education.

Frontenac, Lennox and Addington County Roman Catholic Separate School Board.

Robert J. King, Guelph, Ontario.

A.F. Knowles, Don Mills, Ontario.

Lakehead Board of Education.

Leaside-East York University Women's Club.

London and Middlesex County Roman Catholic Separate School Board.

Metropolitan Separate School Board, Toronto.

Mohawk College of Applied Arts and Technology, Hamilton: Advisory Committee for Community Education Program.

Northeastern Ontario Directors of Recreation Association.

Ontario Library Association.
Ontario Ministry of Community and Social Services: Sports and Recreation Bureau.

Ontario Municipal Recreation Association.

Ontario Secondary School Teachers' Federation.

Board of Education for the City of Ottawa.

Oxford County Board of Education.

Peel County Board of Education:
Curriculum Development Council.

Peterborough-Victoria-Northumberland and Durham County Roman Catholic Separate School Board.

Miss Irene Pozluszny, Librarian, Westmount Secondary School, Hamilton, Ontario.

Board of Education for the Borough of Scarborough.

Sir John A. Macdonald Collegiate Institute, Agincourt, Ontario: Staff Committee to review Interim Report Number One.

Sheila Sloan, Ottawa, Ontario.

Gary Stephenson, Principal, Bancroft Public School, Bancroft, Ontario.

University of Ottawa: School of Physical Education and Recreation.

Wellington County Board of Education.

City of Windsor: Advisory Committee for Long-Range Recreational Planning.

Appendix E

■ Visits and Meetings undertaken by the Select Committee since the presentation of Interim Report Number Two, December 11, 1973.

January 9, 1974
Toronto

Meeting with:
Paul Axelrod,
Research Coordinator
Ontario Federation of Students
and
Bob Anderson, President,
Students' Administrative
Council, University of Toronto.

January 22, 1974
Toronto

Meeting with:
Vince Battistelli,
Chairman of Continuing
Education Programs,
Humber College of Applied
Arts and Technology.

January 22, 1974
Toronto

Meeting with representatives
of Woodsworth College,
University of Toronto:

Professor Arthur Kruger, Principal,
Bill Bateman,
Dave Smithers, and
Alex Waugh.

January 22, 1974
Toronto

Meeting with members
of the executive council
of the Ontario Association
for Continuing Education:

Bob Wiele, President
Don Groff, Executive Director
Doug Baker, Kingston, Ontario
James Casburn, London, Ontario
Mary Gee, London, Ontario
Dave Kelleher, Ottawa, Ontario
Ken McKeracher, Toronto, Ontario
Foster Vernon, Toronto, Ontario
John Wegenast, Kingston, Ontario.

January 23, 1974
Toronto

Meeting with representatives
of Ontario Teachers' Federation:

Geoff Wilkinson, President,
Dr. Nora Hodgins, Secretary-Treasurer,
Howard Fluxgold, Research Director.

January 23, 1974

Visit to the Ontario Educational
Communications Authority.

Meeting with:
Ran Ide, Chairman and
members of the Authority Staff.

January 24, 1974
Toronto

Meeting with:
Ran Ide, Chairman, Ontario Educational
Communications Authority, and
Chuck Williams, Director of
Special Projects, Ontario Educational
Communications Authority.

February 12, 1974
Toronto

Meeting with:
Dr. H.M. Good, Queen's University,
Kingston, Ontario.

February 13, 1974
Toronto

Meeting with representatives
of the Ontario Recreation Society.

R. Vince Gillis, President,
Gordon C. Hutchinson, Past-President, and
Peter Noble, Vice-President.

February 13, 1974
Toronto

Visit to Ontario Institute
for Studies in Education.

Meeting with Dr. R.W.B. Jackson,
Director and members of the
Institute staff.

February 14, 1974
Toronto

Meeting with:
J. Vincent O. Kelly, Toronto, Ontario.

February 26, 1974
Kitchener

Visit to Conestoga College of Applied
Arts and Technology, Kitchener, Ontario.

Meeting with:
John Goddard, Acting President,
representatives of the Board
of Governors and members of the
College staff.

February 27, 1974
Windsor

Visit to St. Clair College of
Applied Arts and Technology,
Windsor, Ontario.

Meeting with:
Dr. R.C. Quittenton, President,
John Charlesworth
Gary Lucier
and other members of
the College staff.